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PROCEEDINGS

FIFTEENTH ANNUAL MEETING

NATIONAL ADVISORY BOARD COUNCIL

APRIL 6, 7, 8, 1955

WASHINGTON, D. C.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EDWARD WOOZLEY, DIRECTOR

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FOREWORD

The 1955 annual meeting of the National Advisory Board Council was outstanding for constructive accomplishment in advancing the welfare of the public lands. This year's meeting provided an opportunity for the Council to consider the broader facets of public land management, probably more so than at meetings in the recent past when major problems of grazing administration dominated the agenda. Particularly noteworthy this year was the addition of three well qualified wildlife representatives to the Council, who ably served the interests in this important use of the public lands.

This report is an attempt to bring together a summary of the presentations made before the Council, the discussion highlights, and conclusions drawn or actions taken. Pertinent reference materials have been added in the Appendices. The report should serve as a worthwhile record of the Council meeting and a valuable guide for grazing district advisory board members.

On behalf of the Department and the Bureau I wish to extend sincere thanks to the Council members for their devotion to the many problems besetting the public lands and for their experienced judgment in reaching sound solutions. The Council members are deserving of the highest commendation for taking needed time from seasonal ranching duties to participate without compensation in affairs requiring the Council's attention.

Edward Woozley

Director
Bureau of Land Management

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ATTENDANCE

Countil Members

State*	Cattle	Sheep
Arizona	A. R. Spikes	Vand H. Heaton
Colorado	--	M. E. Noonen
Idaho	Milford J. Vaught	Thara C. Waddoups
Montana	W. F. Garrison	Frank O'Connell
Nevada	Fred Strosnider	Vacant
New Mexico	A. D. Brownfield	Floyd W. Lee
Oregon	Alva R. Teater	Floyd C. Vaughan
Utah	McKinley Morrill	Briant H. Stringham
Wyoming	Sam C. Hyatt	John W. Hay, Jr.
*California	Jess W. Chance	Somer Beeson

*California representatives were unable to attend.

Department

Secretary of the Interior	Douglas McKay
Under Secretary	Clarence A. Davis
Assistant Secretary	Orme Lewis
Assistant Secretary	Felix E. Wormser
Acting Solicitor	Reuel Armstrong
Attorney, Solicitor's Office	Joseph H. Tudor

Bureau of Land Management

Director	Edward Woozley
Associate Director	W. G. Guernsey
Assistant to the Director	Earl J. Thomas
Acting Executive Officer	James Beirne
Area Administrator, Area 1	James Doyle
Area Administrator, Area 2	Neal D. Nelson
Area Administrator, Area 3	W. B. Wallace
Range Staff Officer	G. M. Kerr
Lands Staff Officer	Harold Hochmuth
Minerals Staff Officer	Lewis Hoffman
Forestry Staff Officer	Walter Horning
Cadastral Engineering Staff Officer	Earl Harrington
Range Officer	Royale K. Pierson
Range & Forestry Officer, Area 1	Travis Tyrrell
Range & Forestry Officer, Area 2	Chesley P. Seely
Range & Forestry Officer, Area 3	Cyril Jensen
Range Conservationist	Ernest Palmer
Range Conservationist	Max W. Bridge

Fish and Wildlife Service

Acting Chief, Branch of Wildlife Research . . . . . Paul F. Hickie

Visitors

Senator Joseph O'Mahoney - Wyoming
Representative Keith Thomson - Wyoming
Mr. J. D. Price, from office of Senator Henry Dworshak - Idaho
Mr. John Laxalt, from office of Senator Allen Bible - Nevada
Mr. Bob McConnell, from office of Congressman A. M. Fernandez - New Mexico
Dr. Ira Gabrielson, Wildlife Management Institute
Mr. Charles C. Butler, American Farm Bureau Federation
Mr. Harvey Dastrup, American Farm Bureau Federation

NATIONAL ADVISORY BOARD COUNCIL
ANNUAL MEETING, APRIL 6, 7, 8, 1955
WASHINGTON, D. C.

Wednesday, April 6

Council Chairman A. D. Brownfield of New Mexico, opened the 1955 meeting with the following remarks:

Gentlemen, we meet once again as a National Advisory Board Council for Grazing to discuss problems in the administration of grazing districts in the 10 Western States which we represent. The ultimate purpose of this annual meeting with Director Woozley and his staff of the Bureau of Land Management is, as you know, to work out range problems and make recommendations to the Bureau and to the Department. We are all here, I believe, except the two representatives from California, Jess Chance and Somer Beeson, and the two delegates from Colorado, Kelso Musser and Dan Hughes. They had planned to be here but last-minute obstacles could not be overcome. We are glad that Mike Noonan could get here as an alternate from Colorado. We welcome for the first time at the national level three representatives of wildlife interests from Areas 1, 2, and 3. They are John Scharff of Burns, Oregon, Tom Knagge of Tucson, Arizona, and Elam Underhill of Grand Junction, Colorado. We are happy to have you with us, gentlemen, and hope that you will feel completely free to participate in our deliberations as full-fledged Council members. After all, each of you represents at least three States which should entitle you to do three times as much talking as any of the rest of us. There have been a lot of developments since our last annual meeting and we have a lot of ground to cover. I believe Director Woozley is in the best position, as usual, to summarize these developments, to discuss what progress has been made, and to point up our problems. Mr. Woozley, could we hear from you now?

ANNUAL MEETING
NATIONAL ADVISORY BOARD COUNCIL
April 6-8, 1955
Washington, D. C.

BUREAU ACCOMPLISHMENTS THE PAST YEAR
DIRECTOR WOOZLEY

In arranging the order of business to be considered at this year's meeting, we have followed the customary practice of first summarizing for you the progress the Bureau has made since our last meeting. Following our progress reports we will take up the suggested topics which were sent in by the Council members and for which we are very grateful. By the way, I would have preferred that more Council members had furnished us with suggested discussion topics. However, for the time that we have available, I believe we have a full program but should anyone have any other suggestions or questions as the meeting proceeds, he should feel free to introduce the matter at any time.

I think we can all take a great deal of satisfaction in the many worthwhile accomplishments that have been made since we met in February 1954. At that time we were just getting into the reorganization of the Bureau. Some of the questions you raised then may still be in your minds. Now that the reorganization has been completed and has been operating for some time my answers may be more meaningful.

As you were told last year, the reorganization was carried out under instructions from the Secretary's Office, with the Under Secretary having immediate responsibility for directing the reorganization of the Bureaus. In general, the reorganization followed out the intentions of the Administration to return the Government closer to the people. Reorganization of the Bureau of Land Management, therefore, did not originate within the Bureau, but was a part of the Administration policy of improving Government generally.

In the Department, a Survey Committee of prominent and interested citizens, assisted by Interior employees, was established to make a careful study of each Bureau's function and to recommend ways and means to enable the Bureaus to operate more efficiently and effectively. One of the principal recommendations of the Bureau of Land Management Survey Committee was concerned with reorganization. A major objective of the reorganization was the decentralization of functions in an effort to place administration closer to the level where the work was done. Here are some of the results that we have achieved:

We have replaced six former regional offices with three Area Offices and 11 State Offices in the Western States. This change has caused a shift in employees from the Washington Office and former

regional offices to the State Offices where the actual processing of land actions is closer to the people. Under the regional setup there were 314 Regional Office employees. This number has been reduced to 226 in the Area Offices. Eighty-eight employees who were formerly stationed in the Regional Offices have been made available to the State Offices where they can perform more effectively. Mr. Guernsey will explain for you how the Range Management Staff has been affected by the reorganization and how the present range staff compares with the Nicholson Plan.

We are quite pleased with the way the State Offices have taken over the bulk of the case work load in minerals and lands adjudication work, formerly done here in Washington. As a result of this streamlining it appears that our rate of case closings will be stepped up from 60,000 to more than 100,000 cases per year. In addition, we are getting much better coordination of Bureau functions by consolidating responsibility in the State Supervisor's office.

The Bureau organization now comprises the headquarters office here in Washington; a field organization of 3 Area Offices in the United States and 1 in Alaska; 11 State Offices in the West, with an Eastern States Office in Washington; 12 land offices in the United States and 2 in Alaska; 51 district grazing offices, and 10 district forestry offices in the United States and 3 in Alaska. We also have a field office in New Orleans to administer the Offshore Continental Shelf oil leasing. With this new organizational setup we hope to be able to serve the public better than at any time in the past.

The rapid increase in interest in public lands and resources, however, is constantly taxing our organization and facilities. It would seem that each year when we plan for expanded services, the demands of the public exceed the load we had planned for.

Closely related to the reorganization of the Bureau of Land Management and in line with the Survey Committee recommendations is the improvement of Bureau records. The Bureau, as you know, is the custodian of a large accumulation of land records, including tract books, plats, patents, and other files which constitute the basic title records of all the public lands past and present. Many of these records have been in existence so long that their physical condition and usability are greatly impaired. The system itself is recognized as antiquated. Use of the records is extremely difficult, if not impossible, by anyone except those who are intimately familiar with them.

After considerable study, both by commercial consultants and the Bureau, we have devised a plan for the revision of the basic land records which we expect to get started some time after July 1. The plan is so made up that the Bureau can adopt it in whole or

piecemeal as funds become available. The House Appropriations Committee recently approved our request for funds to embark on this plan. If the Congress includes this item in our final appropriation bill we will at long last be able to start bringing the land record system up to date.

We made some encouraging progress in legislation during the past year. The Bureau succeeded in obtaining passage of several bills, some of which are of interest to the Council.

Public Law 375, which was passed May 28, 1954, lifted the restriction of 142 million acres of public lands in grazing districts. Since passage of this law some 2 million acres of public lands have been added to the total area now in grazing districts.

In addition, restoration of lands to unappropriated and unreserved status and withdrawal of lands from the public domain is affecting the net average in grazing districts. We have attempted to obtain the restoration of acreage by requesting the using agencies to release lands no longer needed for their purposes. At the same time we have had additional requests for withdrawals. The principal requests, and the larger acreages, come from the Department of Defense. It is our intent whenever possible to obtain cooperative use agreements so that stock may continue to use the withdrawn lands, if the withdrawal is deemed necessary.

The Recreation Act of 1926 was amended by Public Law 387, passed June 4, 1954. The amended law now provides that public agencies and non-profit organizations may, if the land is so classified, purchase or lease lands for recreation or other public purposes. Our classifications in this regard are quite strict. The classification must definitely indicate the recreation or other use of the land, all of which must be of a higher or more intensive use than grazing. The land is appraised at the market price. An individual or organization can only get title to 640 acres in any calendar year. We do not anticipate that any amount of conflict with grazing will arise out of the administration of this law.

The Small Tract Act was amended by Public Law 390, passed on June 8, 1954. This amendment limits the disposal of land under the act to four major categories of use. Also, under the amendment small tract leases will not be issued if they interfere with needed stock water or with proper watershed protection. The Small Tract Act is also extended to the O&C country, and corporations as well as individuals may now obtain land under the act.

The old Carey Act was amended by Public Law 582, which was passed August 13, 1954. The purpose of this amendment is to clear up titles of land in the process of conveyance to States for purposes

of the Carey Act. This amendment has been needed for a long time in order that proper use can be made of certain lands, the title to which has been in question for many years.

Some other bills were passed affecting the Bureau, but the foregoing, I think, are of more interest to the Council.

The receipts which the Bureau obtains from various sources, such as timber sales, grazing fees, mineral leasing and sales of public lands and materials, have been mounting rapidly in recent years. In fiscal year 1955 the first leases were issued under the Outer Continental Shelf lands law. Mineral leasing in this area brought in first year rentals and bonuses totalling nearly $143,000,000. It is estimated that our total receipts for this fiscal year will exceed $230,000,000. In 1954 our receipts were about $77,000,000.

In contrast, the appropriations to the Bureau have remained rather modest. For this fiscal year our appropriations total somewhat less than $12,000,000 for the management of public lands and resources. In 1956 we are asking for an increase of about $1,400,000 or a total of $13,400,000. We feel quite encouraged in that the House Appropriations Committee in considering our appropriation bill for 1956, approved the amount we had requested. Such an increase would permit the Bureau to initiate the program for improving the lands record system and take care of the greater volume of land and mineral applications. In Range Management the House approved an increase of $150,000 which would enable us to do a better job of range supervision, conduct range inventories, and in general bolster our present program. Also, the House Committee approved an increase of $1,000,000 for soil and moisture conservation by bringing the total amount available for this work in line with the Department's long-range plans for conservation work on the public lands.

Turning to the matter of land disposal policy, considerable progress has been made in the past year in crystallizing the Administration's viewpoints. Mr. Hochmuth will discuss the details of present disposal and withdrawal policies and procedures for you tomorrow afternoon.

In general, the Administration's land policy has adhered to a firm middle course between the extremes of all Federal ownership and all private ownership of the remaining public lands. The policy is to recognize the existence of the laws enacted over the years and still valid on the statute books which govern homesteads, desert land entry, small tract disposal, mining, grazing, mineral leasing, prospecting, and all other uses of the land for which Congress has provided.

The new arrangement for determining grazing fees was placed into effect by Secretary McKay in January. This was preceded by consideration of the State Advisory Boards which with one exception approved the plan. The stockmen in general have accepted the change without comment.

EFFECT OF REORGANIZATION ON RANGE STAFF AND OPERATIONS

Associate Director Guernsey's remarks on the effect of reorganization on grazing administration staff and operations, progress in range adjudication and in range condition studies followed Director Woozley's talk.

In summary Mr. Guernsey pointed out that the December 31, 1954, personnel roster indicates there are 32 range administration positions in the Area and State offices. This is 11 less than was authorized in the old regional office setup. Should the requested appropriations for fiscal year 1956 be approved by the Congress, it is anticipated that some of these unfilled positions will be allotted to specific districts in which there are staffing deficiencies due to difficult adjudication problems, heavy grazing lease work loads, and large improvement programs.

The reorganization has had a significant effect on range management operations by sharply defining and making more practical in scope the nature of the duties and functions carried out at the grazing district level. The primary changes have been eliminations of considerable actual field work in land classification activities by grazing district personnel, up dating field instructions, a rejuvenation of the effort at the district level to adjust grazing obligations to proper grazing capacity and seasonal uses, and the development of a formal programming system that includes range administration activities.

PROGRESS IN RANGE ADJUDICATION

The range adjudication program is being programmed to reach the ultimate goal of having 90 per cent of all range users under term permit.

Under present policy a group of range users, whose range privileges are authorized under term permit, have had their operations analyzed with respect to the following general rules:

1. The priority of use of any base property must be substantially determined.

2. The base property should be commensurate with the district base property requirement to the extent of the qualified dependency by use.

3. The available Federal range should have been adjudicated proportionately among the qualified applicants, according to their qualifications.

4. The total privileges granted in a grazing unit or allotment should be within the grazing capacity of the area.

5. All permittees should possess sufficient land and water to insure a year-round operation for the permitted number of livestock.

In other words, the true significance of term permits is in the fact that they represent the Bureau's recognition of a stabilized operation, in accordance with the privileges authorized, on a long-term tenure basis.

PROGRESS IN RANGE CONDITION STUDIES

During the past year our field offices have made significant strides in a range condition and trend study program. The primary purpose of this program is to develop definite information on the condition and upward or downward trends of the Federal range to be used as a basis for possible and needed adjustments and improvements necessary in bringing about better utilization and management of the range resources. These studies are undertaken at intensive, moderately intensive, and extensive levels of detail, depending upon the needs in particular areas and the available manpower.

Results have indicated that a reliable rating of range conditions, i.e., whether they are excellent, good, fair, poor, or bad can be determined over relatively large acreages in a minimum amount of time by a Bureau developed method of systematically judging each of the key factors that affect range productivity. Upon the widespread use of this moderately intensive range condition rating system a sound basis will be at hand to compare range conditions over a period of years in order to make a trend determination.

The moderately intensive system may be used with relative ease by stockmen with a minimum amount of explanation. Upon the thorough understanding of the system by all field personnel it is anticipated that more inspection trips with range users will be arranged and joint determinations of range conditions made. A program of this nature is now being carried out in Oregon Grazing District No. 3 (Vale), and the first results indicate the great value of on-the-ground judging of conditions and problems through the use of practical and common-sense range technology.

At the conclusion of Associate Director Guernsey's remarks, the meeting was opened to questions and general discussion.

Brownfield--Pointed out that there should be no readjudication of existing term permits in New Mexico merely because of drought conditions and that necessary reductions should be handled by fluctuations in the annual licenses.

Lee--Brought up a case of an illiterate licensee who has had considerable difficulty with the appeal procedures. Asked if a district

advisory board could appeal a decision by the Hearings Examiner.

Tudor--There is no provision in the regulations for such an appeal. However, it would be proper for an advisory board to act as "a friend in Court" to guarantee all facts being presented and issues clearly defined. The Director could take any corrective actions administratively that were necessary and proper.

Seely--If some inequity results from the Hearings Examiner's decision and no interveners appeared at the proceedings, the other parties would have the right of appeal if their subsequent applications were adversely affected by the examiner's decision.

Stringham--Questioned places where the 11 surplus positions were to be redistributed.

Kerr--Repeated that the positions were surplus positions from the former regional offices. Distribution has not been specifically determined, however, excessive work loads in California and Wyoming are being reviewed.

Hay--Asked what the Eastern States Office was set up for.

Director--Explained it handles all matters in the eastern States, plus issuing patents, keeping records, and taking actions on certain types of cases not decentralized to the field offices.

Stringham--Read the 1955 report from the committee on public lands of the Utah Woolgrowers objecting to BLM ignoring local and State advisory boards in matters pertaining to permittees; the reorganization from a regional administration to an area administration; the increase in grazing fees; and their recommendation to Members of Congress that an investigation be made as to the justification and comparative cost area administration and regional administration.

Director--Pointed out that most of these matters were on the agenda in one form or another and probably would be amply discussed. Discussed further the functions of the different administrative levels and staffs of the Bureau and improvement in service and internal management brought about by the reorganization. If necessary, a statement could be drawn up showing a decrease in comparative cost of area administration with regional administration.

Waddoups--Said he thought the chief complaint arose from the district boards not being given the opportunity to review and recommend on the reorganization.

Director--Discussed the need for expeditious action to put the reorganization into effect and, although district board review would have been highly desirable, it would not have been practical from the standpoint of time for this procedure to have been followed.

Lee--Suggested that the Bankhead-Jones lands (specific reference to Espirito Santo Grant) be turned over to BLM and set aside as a drought relief outlet for small livestock operators.

Director--Reminded Mr. Lee of the recent TGA amendment providing for a preference right to users authorized to use government lands by another agency upon the lands entering into control by BLM.

Hay--Asked about the nature of mineral reservations on Carey Act lands.

Hoffman--Discussed the facets of the question in some detail which he summarized by memorandum as follows:

1. Mining locations may be made on Carey Act selections up until the time equitable title vests (equitable title vests when the rights to the title in the land are fully earned). See 46 L.D. 160, 51 L.D. 406.

2. While the lands are segregated under the Carey Act, in the absence of other objections, they are subject to mineral leasing under the Mineral Leasing Act of February 25, 1920. Leasable minerals are oil, gas, oil shale, coal, potash, sodium, and phosphate.

3. If, prior to the final approval of the patent list, the lands on the segregation list under the Carey Act are classified as being valuable for any of the leasable minerals mentioned above, patent will not issue to the State unless it files a consent to reserve to the United States the leasable minerals for which it is valuable under the Act of July 17, 1914.

4. If the lands are valuable for any mineral other than a leasable mineral prior to the approval for patent, the selection must be rejected as to such lands.

Lee and Hay--Jointly brought up the major problem of uranium prospecting and location work in several western States and the destruction and damage to the Federal rangelands caused by bulldozers and trenching or pitting equipment.

Extensive discussion followed concerning the nature of and the rights of locators under the Federal mining and mineral

leasing laws. Of paramount importance under present mining law is the fact that BLM is usually not officially involved until application for patent is filed. However, any individual may file a protest against a mining claim which requires an investigation for valid discovery of minerals.

Some of the past proposed legislation to alleviate this problem was pointed out and the current intensive efforts of separate groups, including the Department, in attempting to reach solutions and bring about remedial legislation.

Stringham—Moved that a committee be appointed to frame a resolution for the Council on this matter. Seconded by Lee. Motion passed. Chairman appointed Stringham, Hay, and Lee to the committee.

Stringham—Asked whether mineral rights are exchanged in State exchanges.

Hoffman--If any particular State can exchange the minerals, the Federal government can.

Waddoups--The whole discussion seems to highlight an area of action for the State advisory boards. These boards should work with members of State legislatures in an attempt to strengthening State mining laws for protection of surface resources and facilitate interworkings with Federal laws.

Wednesday P.M., April 6

PROGRESS REPORTS

R. K. Pierson summarized the progress made during fiscal year 1954 in the range conservation and improvement programs. He explained that the total accomplishments under S&M, RI, and weed control reached an expenditure of 5½ million dollars of which 42 per cent was contributed by the range users and others (see accompanying tables for detailed breakdown of contributions and accomplishments). The percentage of contributions received during fiscal year 1954 was essentially the same as in the previous years in spite of reduced livestock prices and generally lower range incomes.

Beginning with fiscal year 1956 the Department will embark on a long range plan of conservation for the public lands in line with the Department's restatement of policy affecting S&M conservation work. As now devised the long range plans cover estimates of total conservation needs to be accomplished in a period of 20 years. The 20-year plan has been accepted by the Bureau of the Budget and was placed into the record at both the House and Senate appropriations hearings. The House Appropriations Committee approved the

amount requested for fiscal year 1956 which included an increase of 38 per cent over 1955 funds.

The departmental policy requires the Interior bureaus to program soil conservation work on a watershed basis, in order to make full use of basic data gathered by other departmental agencies. Watershed planning will also enable the Department programs to be meshed in properly with the Department of Agriculture's program under Public Law 566, the Watershed Protection and Flood Prevention Act. Copies of the policy statements issued by the Secretaries of Agriculture and Interior governing the conduct of the watershed program are included in this report.

Brownfield—Asked about authority for developing structures on private lands.

Pierson—The Bureau has the authority but requires an easement from the private land owner.

Waddoups—Asked about the acreage that may be authorized for inclusion in one watershed program under Public Law 566.

Pierson—The law reads that it shall not exceed 250,000 acres.

Gabrielson—Asked about transfer of funds between Agriculture and Interior Departments for carrying out small watershed program.

Pierson—Interior considers the program as supplementary to regular S&M programs and that funds may be transferred to Interior for expenditure on public lands.

Lee—Stated that he didn't think the Bureau should become involved with large erosion control structures since our funds are so limited. Smaller dual purpose structures are more desirable.

Pierson—The Bureau does not construct many large structures but will when the need and benefits justify such construction.

Vaughan—Are R.I. funds to be used in small watersheds programs?

Pierson—R.I. funds will not be used for projects planned solely under Public Law 566. However, the total comprehensive program for an area may have projects included to be financed from R.I. funds.

Heaton—Brought up the question of which agency is to administer grazing on the public lands in the small watershed project areas.

Pierson--The Bureau will continue to administer its own lands as in the past.

Hay--Commented that he was seriously disturbed over the fact that it appeared the private individuals sponsoring a small watershed program under P.L. 566 could usurp BLM authority to administer any public lands included.

Pierson--The Department absolutely does not agree to or contemplate any such action. Policy statements and instructions recently issued in draft form by Agriculture do not contain any such provision. (See accompanying statements)

Hay--Will show Bureau officials some documents and program forms that gave him his impression.

Lee--Are fences and wells considered land treatment practices?

Pierson--The Department of Agriculture considers them as such under P.L. 566 and the Bureau will also.

Brownfield--The justification for these programs is extending beyond merely on-site and off-site benefits, we must think of the use of these resources by future generations.

HALOGETON CONTROL PROGRAM
E. J. Palmer

The Bureau of Land Management halogeton control program consists of (1) surveys, (2) range reseedings, (3) forage development projects, (4) chemical control measures, and (5) cooperative research studies with the land grant colleges and the Agricultural Research Service of the Department of Agriculture.

Problems

1. Halogeton is well adapted to practically all soil and climatic conditions in the 10 Western States.

2. There are about 90,000,000 acres of public lands that are in a state of severe to critical erosion and as such are highly susceptible to invasion to halogeton.

3. Halogeton's poisonous nature makes it a constant threat to both sheep and cattle in areas where it makes up most of the available forage. If it is allowed to spread throughout the 10 Western States, occasional serious losses will become more widespread and smaller losses will add to the stockmen's problems.

Accomplishments

During the summer and fall of 1954, BLM made an appraisal of its halogeton control program to determine the good and unfavorable features and to obtain recommendations from others that would aid in improving future work.

The appraisal embraced all halogeton range reseedings (except first-year projects), all forage development projects, and the chemical control work on representative sites in each State.

State and district range management personnel obtained the help of local county extension agents, experts from the Department of Agriculture and State land grant colleges, key ranchers, and others in making the appraisal.

Observations and conclusions of these committees are as follows:

1. The BLM control program is definitely slowing down the rate of halogeton spread. From 1952 to 1953 halogeton spread over 4,071,851 acres but from 1953 to 1954 the increase in infested acres only amounted to 292,954 acres.

2. Since inception of the program in 1952 about 350,000 acres of land in or near halogeton infestations have been reseeded to crested wheatgrass at an average cost, including fencing of $8.15 per acre. Inspections made by the appraisal and reviewing committees of 219,654 acres of second and third year reseedings conclusively prove that full stands of crested wheatgrass will prevent invasion by halogeton and also crowd out any halogeton that was on the site prior to reseeding. The effectiveness of crested wheatgrass projects in crowding out halogeton in southern Idaho is as follows: (1) Percentage of halogeton on project lands prior to reseeding - 10 per cent. (2) Percentage of halogeton on project land third year after reseeding - 3.3 per cent. (3) Estimated percentage of halogeton on project at time of maturity - 1 per cent.

3. In addition to controlling halogeton crested wheatgrass reseedings produce forage needed for livestock removed from infested lands. The grazing capacity on 219,654 acres of second and third year reseedings as compared to the grazing capacity of the same area prior to reseeding is as follows (78 projects in Oregon, Nevada, Idaho, and Utah):

Average grazing capacity in acres per AUM prior to reseeding -	26½
Total AUM's produced prior to reseeding -	10,421
Present total AUM's produced by reseedings -	31,333
Estimated ultimate production in AUM's for reseedings -	54,452
Ultimate average grazing capacity for reseedings in acres per AUM	4½
Estimated increase in total AUM's -	43,131

4. As more and more crested wheatgrass projects come into use the grazing pressure on the surrounding range can be reduced. This will make it possible to gradually improve all adjacent ranges.

5. Research and experience have shown that halogeton will not compete with full vigorous stands of perennial vegetation. Grazing studies are in progress to determine the management and use needed in the native range areas to provide for vigorous full stands of native vegetation for control of halogeton.

6. Control of halogeton through revegetation practices, such as contour furrowing, waterspreading, and protection fences, has been confined thus far to Utah and Wyoming. The Utah halogeton reviewing committee endorsed these programs as the most practical approach to halogeton control in the areas not adapted to range reseedings. The committee recommended that the control program be directed toward the provision of an alternate feed supply for livestock to prevent halogeton poisoning, and that more emphasis be placed on conservation range management for development and improvement of native range forage plants through better livestock distribution and seasonal use, conservation, control fencing, waterspreading, or forage improvement and water developments.

The Wyoming revegetation projects have not been in operation long enough to determine their value in controlling halogeton, although the same benefits can be expected as in Utah.

7. The chemical control program has been effective in eradicating several hundred acres of small spot infestations and in controlling others so they can be eliminated in the future. In addition, chemical spraying has been effective in reducing seed production and the rate of halogeton spread in perimeter areas.

Chemical control is recognized as the most practical way to eliminate small spot infestations, but it is necessary to obtain 100 per cent kills each year to eventually eradicate the infestation. Chemical control is expensive and should be restricted to isolated spot infestations where complete kill with resultant eradication is feasible.

Through five years of research and field studies we have learned when and how to treat halogeton. Better results may be expected in the future.

While halogeton is by far the most serious poisonous range weed, control measures are encouraging. If the program can be continued for several years yet it is believed that halogeton can be controlled to the point where it will not be much of a problem. Through the Bureau's S&M, R.I., and halogeton combined programs definite improvements are being made in the range and this will result in controlling halogeton. Accomplishments in the Halogeton Control Program from 1952 to June 30, 1954, and during F.Y. 1954 are attached. Halogeton infestations as of October 1, 1954, are included as well as an infestation map.

Other Weeds

There are a number of other poisonous and noxious weeds that are causing concern in local areas. None of these weeds, however, has the adaptability to widespread site and climatic conditions that halogeton has. Some of the new weeds that are causing some concern locally are as follows: Dalamation toad flax, goat weed, medusa head rye, tansy ragwort, Mediterranean sage, camel thorn, etc.

The Bureau will make every effort to keep abreast of any weed problem that would affect the use of our public land ranges. The land grant colleges and the Agricultural Research Service of the Department of Agriculture will be encouraged to make the necessary studies to determine the most practical means of controlling weed pests.

Cooperative Insect Control Efforts

It is the policy of the Bureau of Land Management to keep abreast of any insect or pest problem that might seriously affect the use of the Federal range. The Bureau will develop and maintain the proper relationships with local and State plant pest control people of the Department of Agriculture so that it can become familiar with problems that are likely to arise and to assist in any control program that is necessary to protect the range. The

Bureau will depend on the Plant Pest Control Branch of the Agricultural Research Service of the Department of Agriculture to obtain the necessary funds to control grasshoppers and Mormon crickets and other insects that may prove to be destructive to the lands under its jurisdiction.

At the present time the Department of the Interior is in the process of clarifying whether the various bureaus can furnish equipment, personal services, and supplies where appropriate in helping Plant Pest Control people control serious outbreaks of grasshoppers and Mormon crickets on public lands. If legal clearance is given it will be the policy of the Bureau to assist accordingly.

Stringham--Asked for a clarification on what was meant by management to control halogeton.

Palmer--Fencing has been used to bring about proper distribution of livestock and seasonal control on areas threatened or being invaded by halogeton. A range in good condition is the best preventative of halogeton infestation. Waterspreading projects have also been developed to bring about additional forage and relief to heavily used adjacent areas being threatened by invasion.

Knagge--Has there been any evidence of wildlife loss by halogeton use.

Palmer--None that can be verified.

Stringham--What amount of the weed does it take to kill livestock?

Palmer--Preliminary studies show about .035% of the body weight of the animal.

Lee--Asked about BLM research on native plant species.

Palmer--BLM does not undertake research of this kind since it primarily is only an administrative agency. Agencies within the Department of Agriculture are doing extensive research on native species.

Stringham--Asked why BLM entered into another aerial reseeding program when past results have been so negative.

Kerr--Explained the fact that Congress had earmarked funds specifically for aerial reseeding and the fact that Commodity

Credit Corporation seed was provided free to the Bureau. There are certain areas in the higher rainfall areas of Oregon that may be susceptible to aerial reseeding. In addition, sandy areas and burns with heavy ash are likely prospects.

Pierson—Explained the recent aerial reseeding trials on burns, cable railing techniques, and pelletized seed. In addition, pointed out that the Agricultural Research Service was making intensive evaluation checks on these trials.

WILDLIFE MANAGEMENT

Range Conservationist Max W. Bridge next presented his remarks on status of wildlife on the public lands, populations and trends, cooperative management programs, and forage reservations and inventories.

Trend in population

Game populations on the whole have been on the increase for several years. The most recent figures show a total population on Federal range lands in grazing districts of about 820,000 animals for 1953, as compared with an estimated 505,000 in 1943. Of all big game animals probably the three species of greatest interest to livestockmen and the Bureau are deer, antelope, and elk, since they are the ones most often using the Federal range lands in common with livestock and are most able under present conditions to build up rapidly in population.

Of these three, our records indicate a fairly stable population for antelope over the past 10 years, the number using grazing districts having increased from 110,000 to only 120,000 by 1953. This minimum overall increase does not reflect the large expansion in antelope herds in Wyoming since there have been decreases in other States. There is a management problem with respect to antelope in Wyoming, otherwise, the overall picture is not alarming.

Elk seemed to increase quite rapidly during the 1940's from an estimated 8,500 in 1943 to 18,500 by 1949, but in 1953 the number was still pegged at 18,500. Quite possibly the increase is mostly on paper, being due to better estimates being made than any actual population increase.

With respect to deer, there is a different situation entirely. Our estimates for the same 10-year period show an increase in deer numbers of over 75 per cent, from roughly 380,000 in

1942 to 675,000 in 1953. This increase has been steady throughout the years, even sustaining through the winter of the big blizzards when other game animals in many instances suffered severe setbacks.

Cooperative Management

Most everyone will agree that management of big game herds is just as necessary to range conservation and improvement as is management of livestock. The great difference in the two, of course, is the fact that ownership of game is largely vested in the individual States.

Considering management of game from the standpoint of the normal situation, it is obvious that a high degree of cooperation is necessary among the States on one hand, as the owner of the game, and State and Federal land-administering agencies on the other, whose chief concern is for the conservation and best use of the lands which carry the game animals. Somewhere in between is the private range or crop land owner who is often involuntarily supporting a considerable game population and oftentimes at a direct loss of revenue to himself. From the standpoint of BLM, we have attempted to cooperate with the various States in maintaining desirable and reasonable populations of game animals on the Federal range lands and have spent considerable time and effort in working on joint problems which have arisen. The States with which I am acquainted have usually displayed the same spirit of cooperation. It seems to me that usually there has been a very definite awareness by the State of the more serious game problem areas, and I think they are just as anxious as we are to take care of undesirable game situations. As an example of a cooperative approach to management I would like to illustrate the situation in Utah.

The Utah State Board of Big Game Control is the executive agency responsible for all action of enforcement and management of game. This board is made up of one cowman, one sheepman, one sportsman, one representative of the Forest Service, and the Director of the State game department. We, of course, would like to see this Board expanded at some future date to include a representative of the Bureau of Land Management. Each spring a series of meetings is held throughout the State, attended by representatives of State and Federal agencies and a special three-man interagency committee from BLM, Forest Service, and the State. From the information and reports received at these meetings, the special committee works up a hunting and management plan for each area. The Board of Big Game Control then holds public meetings at which the proposed hunting and other control measures are presented for public inspection and comment with the special committee members present to answer

questions and to discuss any portion of the proposed plan. Based upon the plans submitted and the objections or suggestions submitted at the public meetings, the Board of Big Game Control makes final decisions on hunting seasons, bag limits, and other matters. This seems to be a very democratic and fair approach to the complicated situation which always exists in the handling of wildlife problems.

Inventories

The Bureau is continually looking for better methods of inventorying both forage available for game animals and numbers of game animals themselves. We are making definite progress on improved surveys that determine the amount of forage subject to dual use by game and livestock and that subject to game use alone. It is now generally well known that the amount of forage necessary to sustain game populations does not come entirely from livestock grazing capacity. As previously mentioned by Mr. Guernsey, range studies are being initiated on our range lands including key game ranges. It is our hope to set up study records which will definitely show the degree and season of use being made of an area. Where such use is excessive remedial action will then be brought about. In this respect we expect to maintain careful record of key browse plants used by game. State game departments are cooperating with the Bureau and other Federal agencies on a number of such studies at the present time.

Vaught--Are there definite limits on the number of big game animals that may be allowed in grazing districts.

Bridge--The Taylor Grazing Act only provides that it shall be a reasonable number. In some instances, especially in problem areas, the State Game Commissions have set limits.

Vaughan--What per cent of forage is reserved for wildlife?

Bridge--There is no universal percentage. It depends upon what is needed for a reasonable number of game animals within a district or portion of district.

Hyatt--There has been difficulty in getting the kill of game animals set up by the game commissions in some areas.

Underhill--In Colorado we have been getting the kill through the use of multiple licenses and the whole-hearted cooperation of the State commission in authorizing special hunts in congested areas.

DISTRIBUTION AND USE OF RANGE IMPROVEMENT FUNDS

G. M. Kerr made reference to the Director's memorandum of September 30, 1954, concerning allocation of range improvement funds which stated that each district would receive funds for adequate maintenance each year but would not necessarily receive all the R.I. money collected in the district if construction needs and anticipated accomplishment were not of high priority. Mr. Kerr explained that the General Accounting Office and the Bureau of the Budget have been keeping very close check on unexpended balances of carry over funds and have been critical of the mounting R.I. fund carry over with respect to deficiency appropriation requests for fire suppression costs.

Mr. Kerr further stated that the Director's memorandum was written to intensify better planning and use of R.I. funds for maintenance and construction. In addition some districts have had large S&M and weed control programs in operation for a number of years while other districts have none. A better balanced overall program could be attained if these funds could be shifted within a State to districts where they would do the most good. A proposed BLM Manual revision was read which authorized the State Supervisors to apportion R.I. funds collected within States on the basis of need and accomplishment.

Morrill—There is too much paper work in the districts now and, furthermore, the Utah State Advisory Board recommended adversely on the Director's September 30, 1954 memorandum.

Teater—Asked if R.I. funds taken from one district would be paid back.

Kerr—That provision could be put in the instruction if necessary.

Vaughan-Stated that he felt the instruction eliminated any incentive to assess special R.I. fees.

Kerr—Special R.I. fees are earmarked to come back to the district from which they are collected.

Guernsey—Mentioned the difficulties the O&C districts and the Forest Service have had in obtaining certain appropriations because of unexpended balances of carry over funds.

Morrill—There should be a "cushion" in each district to take care of snow and drought emergencies.

Seely—Pointed out that much of the carry over in actuality was due to the fact that the fiscal year cut-off date did not coincide with the operational year. If an accounting took place in the late fall the unexpended balance would not be nearly so large.

Kerr—We have explained this fact to GAO, Bureau of the Budget, and Congressional committees.

Stringham—Amend instructions to read that any borrowed R.I. funds will be paid back.

Hyatt—Moved that all R.I. funds be returned for expenditure to the district of origin.

Morrill—Seconed the motion.

A lengthy discussion ensued on the problems involved with R.I. funds. It was explained that the Bureau wants priority given to programming of maintenance work before funds are programmed for new construction work but no restriction on new construction is intended.

Hay—Recommended that R.I. funds be returned to the districts in proportion to collections, as heretofore, and that any funds remaining unexpended at the end of a work season be returned to the State Supervisor's office for redistribution to other districts as needed.

Kerr—I believe that is reasonable.

Hyatt—I withdraw my motion.

REVISED POLICY RECOMMENDED BY NATIONAL ADVISORY BOARD COUNCIL

(Chap. 7.3 Policy, Range Improvement, Vol. IX, BLM Manual)

> Funds allotted to Area offices from the Range Improvement Appropriation shall be apportioned among the States on the basis of receipts from Range Improvement fees. In apportioning Range Improvement funds among the grazing districts and counties outside of grazing districts, the State supervisors shall return special fees and regular fees to the areas of origin. Advance planning of range improvements shall be carried forward to a sufficient degree by the district managers so that the annual apportionment will be substantially expended in

the fiscal year for which it was appropriated. The district managers shall inform the State supervisors at the end of the third quarter of any unexpended balances not required to complete the annual range improvement program. The State supervisors shall reapportion such unexpended balances among the districts in greatest need of funds to complete scheduled projects. In developing the annual range improvement program the district managers shall give first consideration to the maintenance of existing projects before scheduling the construction of new projects.

MAJOR CODE REVISIONS

Kerr—Gave a brief statement on the status of the revised Federal Range Code for Grazing Districts. The reorganization of the Solicitor's Office has delayed the promulgation; however, the new Code should be out in May.

Lee—Are there any new changes in the Code.

Kerr—No, only as I am going to take up now.

Lee—Will the advisory boards be allowed another review of the revised Code?

Kerr—No, it was not contemplated since the final review was given last August in Denver.

Hay—Introduced the subject of the increased grazing fee rate for horses and suggested an instruction letter to all field offices.

Kerr—Such a letter has been issued. The Bureau's position all along has been that only the fee for horses has been changed. For adjudication purposes or changes in class of livestock 1 horse is equivalent to 1 cow.

Kerr—A sheet has been distributed previously to each of you with the proposed wording of an animal unit month definition and rate of charge for grazing fees. Is there any comment? -- Since there is none, this language will be submitted to the Secretary for his approval.

In addition you each have a sheet with the proposed wording on reimbursement for improvements authorized under cooperative agreement. Do you have any comment on this?

Lee--Will the improvement values be appraised at present day levels?

Kerr--Yes.

Kerr--This wording also will be incorporated in the proposed revision.

Kerr--The last item pertains to the elimination of the advisory board election procedures from the Code. As you know, we are authorizing three procedures, the present day method, and either nomination in person and balloting by mail, or nominating and balloting both by mail. The option used will be determined by advisory board recommendation and the approval of the district range manager. But putting all these procedures in the Code would make it too lengthy so it is planned to authorize them by one publication in the Federal Register and then issue them as a BLM Manual release.

Lee--The advisory board still has the option.

Kerr--Yes--and if they can think of a better way it could be authorized by special rule.

March 30, 1955

PROPOSED WORDING ON ANIMAL UNIT MONTH DEFINITION AND RATE OF CHARGE FOR GRAZING FEES

161.2(m). Animal unit month means the amount of natural or cultivated feed necessary for the sustenance of one cow or its equivalent, for a period of one month; as applied to Federal range, it means also the grazing privileges represented by the grazing of one cow or its equivalent for a period of one month. For the purpose of this definition, one cow shall be considered the equivalent of one horse or five sheep or five goats, provided, however, that only for the purposes of establishing fees for grazing privileges under sec. 161.8(b) the charge for one horse grazing on the Federal range for one month shall be at twice the rate charged for one cow grazing for the same period.

161.8(b). Licenses and permits.

Note: In accordance with sec. 161.8(b) of the Federal Range Code for Grazing Districts (19 F.R. 8958, December 23, 1954), and pursuant to the Act of June 28, 1934 (48 Stat. 1275), as amended, notice is hereby given that effective January 1, 1955, fees for grazing privileges (equivalent to 15 cents per animal unit month) will be charged each regular licensee or permittee, and every holder of a nonrenewable license, for the period covered by the license or permit, as follows:

15 cents per cow per month; 30 cents per horse per month; 3 cents per sheep or goat per month; 75 per cent of the total fee will be a grazing fee and 25 per cent will be a range improvement fee;

Provided, that as to licenses or fee notices issued prior to January 1, 1955, no increases in fees shall be effected hereunder until the next license or fee notice is issued.

This notice will not prevent the fixing of a different fee in appropriate cases, in accordance with the provisions of sec. 161.8(b) of the Federal Range Code for grazing districts.

March 30, 1955

PROPOSED WORDING ON REIMBURSEMENT FOR IMPROVEMENTS AUTHORIZED UNDER COOPERATIVE AGREEMENT

161.15(g). Compensation for loss of lands and for improvements.

(1) Before an application for the classification and disposition of public land, as specified in sec. 161.5(a) of this Part, is allowed the applicant shall agree in writing to compensate the licensee, permittee, or other owner of such authorized range improvements of a permanent nature located on the lands applied for, in an amount to be mutually agreed upon; or if the parties are unable to agree, then in the amount and within the time for payment as determined by the range manager in accordance with the applicable procedure under paragraph (e).

Where such improvements have been placed on the land pursuant to a cooperative agreement heretofore or hereafter entered into by the Bureau and the licensee, permittee, and/or other cooperators, the applicant in the same manner shall compensate for the loss of such improvements in the amounts to be mutually agreed upon and payable separately to the Bureau and to the cooperators. In the event the parties are unable to agree, the range manager shall determine the total amount of compensation due, as provided in paragraph (e), and the time for payment. Such amount shall then be payable separately to the Bureau and to the cooperators entitled thereto, in proportion to the amount or value of their respective contributions in money, material, or labor, made by the Bureau and the cooperators, to the total cost of the improvement under the original cooperative agreement, as specified by the range manager.

The refusal or failure of the applicant to pay the licensee, permittee, or other party entitled thereto, in accordance with the agreement or in the amount fixed by the range manager within the time allowed, shall be just cause for the rejection of the application or cancellation of any rights or interests in the lands acquired by the applicant by reason of the allowance of his application. Such rejection or cancellation shall be subject to the right of appeal directly to the Director and to the Secretary, in accordance with the Rules of Practice (43 CFR Part 221).

(2) Relates to losses sustained for war or national defense purposes, and is the standard paragraph.

Thursday a.m., April 7

Prior to the meeting with the Secretariat and Congressional delegates there was some general discussion on Federal land management.

Lee - Expressed the belief that inevitably there would be a shift in population and industry from East to West and that livestock use will be seriously affected.

Guernsey - Agreed and explained that there now are several pending land withdrawals before Congress. The small tract demand on public lands as illustrated by the Las Vegas, Nevada, situation is also a case in point.

Waddoups - Explained the dangers to public water supply from plants utilizing atomic energy. Pointed out the Arco development in Idaho.

At this point Secretary McKay, Under Secretary Davis, Assistant Secretaries Lewis and Wormser and Acting Solicitor Armstrong arrived at the meeting. Senator Jos. C. O'Mahoney and Congressman Keith Thomson of Wyoming were in attendance at this time. Representatives from the offices of Senators Dworshak and Bible and Congressman Fernandez also attended.

Secretary McKay - Bid the Council members a warm welcome and assured them of the Department's belief in the advisory board system and sincere intention of giving full consideration to their recommendations and suggestions. He requested the members to be completely frank in their discussions and that the Department was ready to give every assistance possible during their stay in Washington.

Assistant Secretary Lewis - Gentlemen: I am indeed happy to meet again with the National Advisory Board Council for grazing districts.

Your advice and counsel is most helpful to the Department in dealing with many of the complex problems we face, and most particularly with matters affecting the public lands and resources which come within my jurisdiction.

Many difficult problems have been met and solved since our last meeting here more than a year ago, but I want to take this occasion to commend the Council for the help it has given the Bureau of Land Management in working out a long overdue adjustment of grazing fees.

Your objective and public spirited approach to our common problems is exemplified by another new development. For the first time representatives of wildlife interests in the States, at your invitation, are participating in deliberations of the National Council. This is indeed a healthy development and it is extremely gratifying to me that the Council, on its own motion, has given greater recognition to the problems of wildlife conservation on the public range.

As you know, the Fish and Wildlife Service, like the Bureau of Land Management, is one of the five Bureaus of the Department under the jurisdiction of the Assistant Secretary for Public Land Management. With both Bureaus represented here I am sure your discussions of mutual problems will be more fruitful.

The joint use of the range by livestock and wildlife is one important phase of the Department's program for multiple-use of public lands. Multiple-use management inherently involves settlements of conflicts in use. The real basis for resolving such conflicts lies in a mutual understanding of the needs and rights of each user. They can be settled best right on the ground where the conflict arises. That is where your local boards, working with the local offices of the Bureau of Land Management and the Fish and Wildlife Service have been--and will continue to be--of tremendous help.

The problems we will be called upon to face in the future may grow more complex because of the demands of our increasing population and expanding economy. It is clear that the land must be made more productive. On the open range we must try to get two blades of grass to grow where only one now grows.

As the demand for land grows and citizens become more and more aware of their rights to claim public land under the various laws enacted by the Congress, the Department has adopted a firm policy which recognizes the importance of unbroken areas of range. This policy is designed to avoid a helter-skelter program of land disposal that would impair the established pattern of grazing use.

Factors such as the need for maintaining grazing areas as economic units, access to water and other major considerations will be taken into account in classifying lands for disposal.

For those lands retained in public ownership, the Department has embarked on a 20-year plan of conservation and improvement, looking to the restoration of their full potential of productivity. This plan now has the approval of the Bureau of the Budget and the House of Representatives. It is pending in the Department's appropriation bill in the Senate and we anticipate its approval there. Added to the expanded program in soil and moisture conservation will be the additional range improvements made possible under the increased grazing fee. The new 25 percent range improvement fee will almost double the funds available for this work.

For the range industry this long-range program means larger and more assured forage supplies. For the wildlife interests it means improved habitat and the alleviation of problem areas caused by congestion of big game populations.

To fully reap the benefits of this program, however, all who use the range must cooperate and practice realistic management, or the investment in improvements will be lost.

I know your industry can face the future with confidence. I am certain it will benefit for your discussions here. I know the Department will. Thank you.

Secretary Wormser - Emphasized the need for integration of the programs for mining activities conducted below the ground and programs for the use of surface resources. He stated the need for finding more minerals, but assured the Council of his cooperation in developing better working relationships between the two industries.

Lee - Reviewed the history of uranium mining activity in the San Mateo, New Mexico area, and explained how prospecting and assessment work are destroying the surface soil and vegetation.

Hay - Added to Lee's comments and explained the gentlemen's agreement which prevailed for many years, making actual assessment work unnecessary, but that the present-day rush of activity has resulted in claim-jumping, making it again necessary.

Secretary McKay - Stated that the Department is on record that the mining laws should be revised and brought up-to-date.

Senator O'Mahoney - Gave a brief history of the development of the West and the accompanying laws passed by Congress to speed up settlement. He stated that there are three factors relating to the present-day mining-range use conflicts which need consideration:

1. Suspend assessment work as one way of reducing destruction of the surface resources.

2. Revise mining laws to fit corporations and companies, rather than individuals.

3. The fact that the mineral leasing act was passed to meet this change in operation from an individual to a group, i.e., corporation or company.

Acting Solicitor Armstrong - Spoke on the same subject. It was his opinion that suspension of assessment work was not the full answer and that changes in basic law were desirable.

Director Woozley - Summarized the Council discussions that had taken place up until this time and explained the makeup and functions of advisory boards.

Scharff - Spoke to the group on the way problems of joint interest in his State (Oregon) were handled at the district or State level. He stated that he was sure that the general feeling in his Area was not as indicated by a recent action of the Ada County (Idaho) Wildlife Association. (This was with reference to this group's action expressing dissatisfaction with BLM administration of range lands and a resulting recommendation that the Bureau be moved to the Department of Agriculture.)

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Butler - Complimented the National Advisory Board Council and expressed the desire of his association to cooperate at all times with the Council.

Underhill - Spoke on the common interests of livestock producers and wildlife enthusiasts. Mentioned the heavy game populations in Colorado and the work being done to bring about proper management. He expressed the opinion that forage reservations for game should be made in all districts in accordance with specific needs.

Knagge - Spoke on wildlife matters in Area 2, particularly in Arizona. He suggested the need for more compensation to landowners who support game animals and mentioned the system of licensing antelope hunting in Wyoming as a possible approach. He also stated the opposition of sportsmen in his Area to the national monuments being closed to grazing and hunting.

Senator O'Mahoney - Explained that national parks are established by act of Congress, but national monuments are set up by Executive Order, to preserve points of historic or scientific interest. He cited the case of the Dinosaur National Monument, established in 1915, totalling 80 acres in size. In 1938 an additional 209,000 acres were added to this monument, although much of the area was already under a Federal Power Reserve.

Director Woozley - Mentioned that the Interior Department can lift withdrawals when desirable as well as establish them, and that the Bureau restored over one and one-half million acres in Alaska to public domain status during the past year.

Senator O'Mahoney - Asked how the Bureau's weed program was carried out.

Palmer: Gave a full account of our present-day program.

Congressman Thomson - Asked if it would be desirable to have halogeton control added as a part of district weed control programs.

Hay - Described a meeting of various interests in Wyoming to study this problem and stated that it was their virtually unanimous opinion that halogeton should remain a separate program. He explained that halogeton infests such extensive areas that it cannot fit well into a weed district control program.

Thursday p.m., April 7

INTEGRATION OF RANGE PROGRAMS

R. K. Pierson described the integration of the several project programs into the district range management program. The activities carried out under each are similar, but are segregated on the basis of

purpose. Thus, a fence may be constructed under the soil and moisture conservation program for the protection of badly depleted range land or for the protection of a revegetated range. Under the range improvement program a fence may be constructed for administrative purposes such as division and allotment fences on the range. Under the halogeton control program fences may be constructed for the purpose of protecting "control revegetation projects," or segregating badly infested or threatened range subject to control only by management practices. The district range manager, in planning project programs, takes into consideration the total needs of the range, irrespective of the individual project programs. In this manner there is essentially a single program, composed of elements of soil and moisture, range improvement, and halogeton control, all of which are integrated into a common endeavor of protecting and rehabilitating the range.

In support of the Bureau's range revegetation programs the Range Staff participates in a committee called the Range Reseeding Equipment Committee, which has been in existence for the past 10 years. The purpose of the committee is to provide a clearing house for all technology related to range revegation and to develop suitable equipment for performing a more effective and economical job of restoring depleted range.

In connection with the development of equipment, the facilities of the Forest Service Equipment Center at Arcadia, California, are utilized. This Center has qualified engineering personnel and general shop installations for fabricating pilot models of all types of equipment. Examples of successfully developed implements are the Brushland Plow, the Rangeland Drill, and more recently a contour furrowing machine sponsored by BLM which appears to hold considerable promise in restoring range land not otherwise susceptible to improvement by customary conservation practices.

Vaughan - Asked if range reseeding had ever increased the production of forage, and if so who had benefitted.

Scharff: Said that forage production usually increases many times and then described a fenced and reseeded area in Oregon which is now being used by licensees to supplement surrounding range.

Pierson - Described the large areas of unproductive range in Idaho District No. 2 and the manyfold increase in forage produced when these lands are reseeded.

Vaught - Described the Raft River area in Idaho and said that the grazing capacity had been increased from 40 to 3½ acres per AUM by reseeding. Some of these pastures are now 10 years old and still being grazed at this rate.

Scharff - Asked for information on the results of sagebrush spraying. A general discussion followed on the results obtained on different trials throughout several Western States. An example was given of the

Dishpan Butte projects in Wyoming where the volume of grass more than doubled as a result of spraying the sagebrush.

Hickie - Spoke principally on the need for research on the effect of rodents on grazing lands. More attention should be paid to the great losses of forage due to rodents and whether there is some relationship between the cyclic increases in rodent populations and ranges in poor condition with a downward trend in condition.

LAND DISPOSAL POLICIES

Lands Officer Harold Hochmuth explained public land disposal, isolated tracts, desert entry policy, advisory board consultation on land disposal cases, and range users' rights on mining locations.

It was announced to the Council that considerable time could be spent in discussing the various aspects of the Bureau's land activities. However, for purposes of confining the discussion to a short period, the principal disposal laws and policies would be reviewed briefly and could be discussed in detail upon questioning by the Council members.

Recreation Act

It was pointed out to the Council that the amended Recreation Act was a new law the administration of which would bring considerable activity to the Bureau. The act provides for disposal in units not exceeding 640 acres to individuals, corporations, and public entities of lands for recreation or other public purposes. It was felt that this act would have no great effect upon the administration of the Taylor Grazing Act because the lands sought would be near cities and towns or in forested areas.

Small Tract Act

This act is one of the principal time-consuming lands activity in the Bureau. However, in total it probably will affect less than 100,000 acres over a lengthy period of time. Again these lands lie in the extreme desert areas where there is little or no grazing, or are adjacent to towns or cities.

Public Sale Law

The provisions of this law were reviewed for the Council and it was indicated to them that no land could be sold in tracts larger than 1,520 acres and such lands must be isolated from other tracts of public domain. Discussion was had as to the applicability of preference-right purchasers and what constituted a preference right. Queries were made as to whether it seemed advisable to give the grazing lessee or user of the land a right to buy at a negotiated sale. It seemed to be the consensus of the group

that they did not care to make any recommendations eliminating the public auction features of the Public Sale law. The Council was advised that whenever possible stockmen should review their situation and make application for lands which could be purchased under the Public Sale law so they may not in the future be bothered with nuisance applications for these lands. Discussion was also had as to how we appraised these lands.

Homestead and Desert Land Laws

It was indicated to the Council that we are receiving few and are approving very few applications under the general homestead and the enlarged homestead laws. These laws require dry farming and there appears little acreage of the public domain remaining which is suitable year in and year out for dry-farm agriculture.

The desert land policy statement as issued in a Manual release was distributed to the Council. This is in compliance with the request made at last year's meeting that the Bureau issue a stated policy as to our actions under the Desert Land Act. Queries were made as to what we were doing in Arizona under the Desert Land Act, according to the recent Solicitor's decision, M-36263. This decision was reviewed with the group and it was pointed out that we have now suspended all action in Arizona under the Desert Land Act pending Congressional consideration of the situation.

Withdrawals

The present Departmental withdrawal policy was outlined and the Council was informed as to the processes now in force as to withdrawals. It was pointed out to them that when withdrawals were filed in the Bureau publication is had so that all interested parties may have an opportunity to review and protest if they so desire. We also pointed out that more withdrawals were becoming necessary, and if they have any effect on the livestock industry we attempt to get cooperative agreements between range users and the administrative agency.

General

The relationship of the various boards to classification actions of the Bureau was discussed. It was pointed out that section 7 of the Taylor Grazing Act requires that the Secretary make an independent determination as to the classification of the lands and that it appears inadvisable as a matter of procedure to have each classification approved or disapproved by the local advisory board. It was, however, pointed out that such classifications are discussed with the range manager and he may, if he so desires, discuss this with the advisory board. It was also pointed out that in our manual preparation we are now providing that in all instances where a land transaction has any effect on the users of the land that the range users will be notified early of such transaction and will be given an opportunity to protest if they deem it desirable.

Teater - Inquired concerning public sale of isolated tracts, if an adjoining landowner might have to pay three times the appraised value to obtain the land.

Hochmuth - Yes. It has been suggested many times that stockmen owning land adjacent to isolated tracts should make application for these lands themselves. Also, that it is not mandatory that a sale be made upon application and that BLM on occasion will retain isolated tracts to preserve the status quo.

A question was asked on appraisal methods.

Hochmuth - Appraisals are usually based on fair market value.

He called attention to a recent change in public sale regulations, permitting the Bureau to award the land to one or more preference purchasers depending upon topography, range use, water, and other facilities.

A general discussion followed on the desirability from the stockmens' standpoint of an absolute preference for existing stockmen users.

Hyatt - Explained that from his experience at the Taylor Grazing Act hearings, it would be doubtful if Congress would pass any such preference legislation if asked to do so.

Guernsey - Mentioned the case of wheat farmers in Oregon taking over much of the better land and forcing livestock off the range. If wheat prices go down then the demand for such land lessens and livestockmen should then apply to purchase isolated tracts.

Director Woozley - Said he appreciated the stockman's viewpoint but that the laws are written to apply nation-wide and that actually the adjoining landowner has a good thing in the present preference regulations.

Stringham - Questioned the status of stock driveway withdrawals.

Hyatt - Pointed out that they are often a protection against mining activity.

Hochmuth - BLM often rejects applications on administrative stock driveways also.

Kerr - With the change of the acreage limitation in the act, we may now lift stock driveway withdrawals if and when necessary.

Stringham - Can BLM authorize privileges on stock driveway withdrawals?

Kerr - Yes.

Garrison - Asked if it is required that BLM advise all other interests upon a withdrawal application being made.

Hochmuth - Advised that this action had never been required but that it was commonly done in the past as a courtesy. However, due to pressure of work now on the Bureau such notification would be less often than in the past.

Stringham - Asked if stock driveways can be sold.

Director Woozley - The withdrawal can be lifted if desirable and the lands advertised for sale.

Waddoups - Asked if any part of the AEC withdrawal near Arco, Idaho, would ever be restored.

Hochmuth - Yes, if any part of it is not required for development of atomic energy.

Hay - Inquired as to the cost to the Federal Government of the Bankhead-Jones lands.

Director Woozley - As I recall it is about 130 million dollars for about 6½ million acres. This may have been the total money expended for purchase, treatment and construction.

O'Connell - Said $2.50 an acre was paid for some of these lands in his locality.

Director Woozley - Mentioned he is now on a Departmental Task Force studying this situation and it was their opinion that the Federal Government in all probability would always be in the role of buffer in handling submarginal lands. Pointed out it is a job of continual reclassification and that he personally is not in favor of the Government taking anything but submarginal lands.

A discussion followed on technicalities of the Arizona State water laws which have required suspension of all desert land applications in Arizona.

Hay - What will happen if the Arizona State law is amended?

Hochmuth - We will proceed with our classification as usual.

Director Woozley - In the absence of a Federal law, the Bureau recognizes the States as the custodian of water within the States. The Bureau will gear its program accordingly to comply with the State laws.

CLASSIFICATION OF GRAZING DISTRICTS

Range Management Officer Kerr discussed briefly the Bureau's activity in re-evaluating the work load in grazing districts with the result that the Civil Service Commission had approved the program of reclassifying some district positions. The pay level will then be more in line with similar positions in other land-administering agencies.

Hay - Suggested the Bureau make it a policy to instruct incoming district managers to recognize the work of their predecessors rather than completely redoing adjudication work.

Director Woozley - Pointed out that many transfers are for the purpose of training and advancement of personnel, as well as to obtain uniformity in administration.

GRAZING FEES

Mr. Kerr next brought up the current grazing fee situation and stated that as a whole Western stockmen have taken the increase in stride.

Lee - Hay - Spikes - Stated this was the case in their States.

Brownfield - Reviewed the past history of grazing fees and emphasized the fact that last year the Director was told to raise the fees or someone else would. He pointed out that should the current suit result in a fee determined by the Courts, it would be hard to tell what to expect.

Hyatt - Said there seemed to be some criticism of the fact that we are or may be leaving a cost of administration basis.

Director Woozley - There is the theory advanced by some people that the cost of administration should include the entire improvement program and related expenditures. Such a basis would require a fee of about 28 cents per AUM.

Strosnider - Said the Nevada people are not objecting to the fee itself but to the legality of the manner of change. Stated Nevada people would not want the Court to set the fee, but they do object to leaving the cost of administration basis.

Lee - Stated that leaving the cost of administration basis was not the real reason for the change but the desire to set a reasonable fee payable by the stockmen resulted in the average annual livestock price basis.

Resolution on Joint Grazing and
Mineral Use of the Federal Range

The National Advisory Board Council of the Bureau of Land Management (Grazing) at its regular meeting held on April 6, 7, and 8, 1955, in Washington, D. C., discussed at length the condition of the public domain from an erosion and forage standpoint. It was agreed:

1. That proper grazing of the range by livestock and the continued exploration for and extraction of minerals by proper mining methods are in the interest of all the people;

2. That a program of erosion control as advocated by the Bureau of Land Management be given enthusiastic support by the Council;

3. That the Council go on record as favoring and encouraging the development of the vast mineral resources of the West as vital to the economy and defense needs of the United States.

It has been brought to the attention of the Council, however, that promiscuous, ruinous and unnecessarily destructive methods of mining uranium, or other fissionable materials, particularly in the early exploration and assessment work phases, by the use of bulldozers, graders and jeeps by individuals and companies in an irresponsible and haphazard manner; and in many instances this machinery is used to gouge out great holes in the topsoil, thus destroying much native vegetation; and unnecessarily trampling and tracking the public domain, thus causing gullies to form and sand and soil to blow; and

It is the belief of the Council that such methods of mining far exceed in destructiveness the improper grazing of public lands which latter is being fast eliminated by proper range management, and

It is the unanimous belief of the Council that an emergency exists and that immediate action must be taken if great sections of the public domain are to be protected from disastrous and thoughtless destruction; and

It is the unanimous opinion of the National Advisory Board Council as expressed in its annual meeting that the greater part of the injurious mining methods can be eliminated by proper regulation, and by amending the present law,

Now, Therefore, be it resolved that the National Advisory Board Council in regular meeting held April 7, 1955 go on record as favoring a change in the law regulating mining, and particularly uranium and other fissionable materials mining, to the end that unnecessary destruction of the surface forage, the blowing of sand and soil and the creation of erosion may be kept to a minimum in connection with one of the Nation's great natural resources, and

Be It Further Resolved that a copy of this resolution be sent to: The Secretary of the Interior, the Director, Bureau of Land Management and the Congressional delegations of the 10 Western States concerned with the above problem.

APPENDIX A

Contributions to Completed Range Conservation and Improvement Projects
1954 Fiscal Year

	Soil & Moisture		Range Improvement (In) 3/		Range Improvement (Out) 4/		Private Range Users (In) 1/	Private Range Users (Out) 2/	Halogeton		Total		
	Range Users	Others	Range Users	Others	Range Users	Others			Range Users	Others	Range Users	Others	Combined
Washington	1,786	-	-	-	1,152	-	-	-	-	-	2,938	-	2,938
California	37,698	-	-	-	-	-	1,712	37,220	-	1,300	76,630	1,300	77,930
Oregon	37,435	12,972	12,562	1,062	1,759	-	21,881	5,532	-	200	79,169	14,234	93,403
Area 1	76,919	12,972	12,562	1,062	2,911	-	23,593	42,752	-	1,500	158,737	15,534	174,271
Idaho	19,331	8,392	39,096	2,128	3,586	50	34,204	6,335	28,554	-	131,106	10,570	141,676
Utah	28,538	30,094	70,858	12,118	-	-	9,502	-	68,179	-	177,077	42,212	219,289
Nevada	25,825	3,155	45,728	9,934	-	-	39,929	-	36,640	12,600	148,122	25,689	173,811
Arizona	33,048	14,341	17,336	-	1,427	-	462,595	185,787	-	-	700,193	14,341	714,534
Area 2	106,742	55,982	173,018	24,180	5,013	50	546,230	192,122	133,373	12,600	1,156,498	92,812	1,249,310
Montana	8,264	200	28,651	7,424	15,195	-	74,945	36,062	-	-	163,117	7,624	170,741
Wyoming	2,128	-	7,890	-	7,732	-	68,267	104,950	2,690	-	193,657	0	193,657
Colorado	3,169	5,734	24,275	24,782	1,323	11,534	27,657	4,771	3,500	-	64,695	42,050	106,745
New Mexico	42,108	41,826	10,718	5,535	-	-	300,489	1,500	-	-	354,815	47,361	402,176
So. Dakota	-	-	-	-	1,414	-	-	29,816	-	-	31,230	0	31,230
No. Dakota	-	-	-	-	600	-	-	1,465	-	-	2,065	0	2,065
Area 3	55,669	47,760	71,534	37,741	26,264	11,534	471,358	178,564	6,190	-	809,579	97,035	906,614
Grand Totals	239,330	116,714	257,112	62,983	34,188	11,584	1,041,181	413,438	139,563	14,100	2,124,814	205,381	2,330,195

1/ No contributions received from Others on Section 4 Permits.

2/ No contributions received from Others on Section 15 Permits

3/ Inside grazing districts.

4/ Outside grazing districts.

Obligations 1954 F.Y. S&M	$1,711,318
Obligations 1954 F.Y. Halogeton	1,090,027
Obligations 1954 F.Y. Range Improvement	399,763
	$3,201,108

Contribution as percent of total program
Total expenditures, Public and Private = $5,531,301

Contributions as percent of total program = 42.1%

Table 69

FEDERAL RANGE IMPROVEMENT PROJECTS: CONSTRUCTION[a/]
Fiscal Year 1954

Type of Project	Unit of Measurement	Arizona	California	Colorado	Idaho	Montana	Nevada	New Mexico	North Dakota	Oregon	South Dakota	Utah	Washington	Wyoming	Total
Outside Grazing Districts:															
Brush Control	Acre	-	-	-	-	-	-	-	-	-	-	-	-	499	499
Fencing	Mile	4	3	1	5	30	-	-	3	6	-	-	6	37	95
Pest Control	Acre	-	-	2,068,296	-	-	-	-	-	-	-	-	-	-	2,068,296
Reseeding	Acre	-	-	-	175	-	-	-	-	60	-	-	-	38	273
Reservoirs	Number	-	-	1	-	3	-	-	-	1	5	-	-	1	11
Springs	Number	-	-	2	1	-	-	-	-	1	-	-	-	1	5
Trails, Stock	Mile	-	-	-	-	-	-	-	-	3	-	-	-	-	3
Wells	Number	-	1	-	-	1	-	-	-	-	-	-	-	-	2
Within Grazing Districts:															
Boundary Posting	Mile	-	60	-	-	-	62	-	-	-	-	-	-	-	122
Bridges	Number	-	-	-	1	-	-	-	-	-	-	-	-	1	2
Brush Control	Acre	-	-	70	-	-	-	-	-	-	-	-	-	-	70
Buildings, Temporary	Number	-	-	-	1	-	-	-	-	1	-	-	-	2	4
Cattle Guards	Number	-	1	1	7	-	15	2	-	1	-	5	-	-	32
Corrals	Number	1	-	-	1	-	-	-	-	2	-	3	-	-	7
Fencing	Mile	48	15	26	23	59	56	51	-	20	-	77	-	34	409
Pest Control	Acre	-	-	127,440	760	23,562	-	145,385	-	6,000	-	46,800	-	-	349,947
Pipelines	Lin. Ft.	-	-	-	-	-	15,840	-	-	-	-	14,520	-	-	30,360
Predator Control	Project	-	-	1	-	-	-	-	-	-	-	-	-	-	1
Reseeding	Acre	-	-	390	200	45	-	-	-	-	-	680	-	383	1,698
Reservoirs	Number	2	-	7	12	46	10	-	-	20	-	32	-	13	142
Reservoir Sealing	Number	-	3	-	-	-	-	-	-	-	-	-	-	-	3
Springs	Number	-	-	33	3	-	7	1	-	2	-	4	-	-	50
Trails, Stock	Mile	-	-	-	-	-	-	-	-	-	-	1	-	-	1
Trails, Truck	Mile	10	-	6	9	-	-	-	-	-	-	39	-	-	64
Troughs, Watering	Number	-	-	-	-	-	3	-	-	-	-	-	-	-	3
Water Storage Facilities	Number	-	-	-	-	-	-	2	-	-	-	1	-	-	3
	Gallon	-	-	-	-	-	-	6,000	-	-	-	750	-	-	6,750
Weed Control	Acre	417	60	-	-	2	-	-	-	-	-	-	-	-	479
Wells	Number	-	2	-	-	3	20	1	-	1	-	2	-	1	30

a/ Includes only projects completed during the year. For maintenance work on completed projects, see Table 71. For Federal soil and moisture conservation projects, see Tables 70 and 72. For private conservation and improvement projects, see Table 73.

Table 70

FEDERAL SOIL AND MOISTURE CONSERVATION PROJECTS: CONSTRUCTION[a/]
Fiscal Year 1954

Type of Project	Unit of Measurement	Arizona	California	Colorado	Idaho	Montana	Nevada	New Mexico	Oregon	Utah	Washington	Wyoming	Total
Boundary Posting	Mile	-	-	-	-	-	-	-	-	-	-	25	25
Brush Control	Acre	3,630	9,650	1,508	-	-	2,410	5,320	-	3,667	-	3,864	30,049
Buildings, Temporary	Number	-	-	-	-	-	-	-	1	-	-	-	1
Cattle Guards	Number	-	-	-	-	-	4	1	15	6	-	-	26
Checks	Number	-	-	9	-	-	-	-	-	600	-	-	609
Contouring	Acre	-	-	1,508	-	25	-	-	-	-	-	-	1,533
Deep Plowing	Acre	-	-	-	-	770	454	-	-	765	-	-	1,989
Detentions	Number	7	-	2	-	15	-	40	-	15	-	24	103
	Cu. Yd.	232,193	-	9,650	-	230,302	-	507,940	-	15,600	-	91,763	1,087,448
Dikes	Lin. Ft.	3,642	-	-	-	422,992	-	9,244	-	-	-	3,000	438,878
	Cu. Yd.	29,473	-	-	-	269,908	-	35,043	-	-	-	2,500	336,924
Ditches	Lin. Ft.	-	-	4,408	-	36,110	-	-	-	-	-	-	40,518
Diversions	Number	2	-	-	-	7	-	2	-	4	-	-	15
	Cu. Yd.	6,926	-	-	-	27,474	-	4,078	-	800	-	-	39,278
Fencing	Mile	46	36	7	47	3	37	93	93	43	6	21	432
Outlets	Number	-	-	-	-	-	-	1	-	-	-	-	1
Pipelines	Lin. Ft.	-	-	-	1,150	-	-	-	-	21,120	-	-	22,270
Reseeding	Acre	-	3,730	1,838	6,779	1,000	10,726	4,857	2,856	7,643	20	537	39,986
Reservoirs	Number	-	25	21	21	39	4	13	79	32	-	39	273
	Cu. Yd.	-	58,727	51,846	50,000	133,336	6,535	49,519	121,788	14,485	-	125,263	611,499
Springs	Number	-	20	1	8	-	3	2	14	1	1	-	50
Study Plots	Number	-	-	-	-	12	-	-	-	-	-	1	13
Trails, Truck	Mile	6	-	2	-	-	-	6	6	31	-	-	51
Trails, Stock	Mile	-	-	-	-	-	-	-	2	-	-	-	2
Tree Planting	Number	-	-	-	-	-	-	-	250,978	-	-	2,500	253,478
	Acre	-	-	-	-	-	-	-	418	-	-	9	427
Troughs	Number	-	-	-	5	-	-	-	-	-	-	-	5
Weed Control	Acre	-	-	67	6	-	-	-	-	-	-	-	73
Wells	Number	-	2	-	-	-	12	3	1	-	-	-	18

a/ Includes only projects completed during the year. For maintenance work on completed projects, see Table 72. For Federal range improvement projects, see Tables 69 and 71. For private conservation and improvement projects, see Table 73.

Table 121

RANGE REHABILITATION AND IMPROVEMENT PROJECTS[a]/
Fiscal Years 1935 through 1954

Type of Project	Unit of Measurement	Arizona	California	Colorado	Idaho	Montana	Nevada	New Mexico	North Dakota	Oregon	South Dakota	Utah	Washington	Wyoming	Total
Boundary Posting	Mile	-	60	1,092	66	9	202	-	-	39	-	3,908	-	338	5,714
Bridges	Number	4	10	55	21	1	8	1	-	10	-	36	-	55	201
Brush and Weed Control	Acre	87,697	13,955	55,089	181,619	364	106,862	65,236	-	349,179	-	110,781	-	40,425	1,011,207
Canals and Ditches	Lin. Ft.	5,899	-	68,863	97,680	37,430	45,495	24,949	-	-	-	143,347	-	5,280	428,943
Cattle Guards	Number	151	51	48	107	47	131	183	-	203	-	68	-	41	1,030
Checks	Number	31	50	497	22	2	489	101,532	-	3	-	1,574	-	7	104,207
Contouring	Acre	7	-	4,359	13	2,207	-	32	-	15	-	3,700	-	1,107	11,440
Corrals	Number	74	39	26	55	21	102	29	-	40	-	127	-	32	545
Deep Plowing	Acre	-	-	600	-	770	454	-	-	-	-	765	-	603	3,192
Detentions	Number	13	-	5	-	43	1	126	10	-	-	492	-	72	762
Dikes (Waterspreading)	Cu. Yd.	294,655	-	46,059	-	850,801	-	143,705	5,712	-	-	2,187	-	822,961	2,166,080
Diversions	Number	78	1	123	-	24	13	410	-	2	-	20	-	69	740
Fences	Mile	2,547	397	536	721	489	1,518	2,907	3	1,309	12	1,059	43	1,251	12,792
Pest Control	Acre	520,586	15,400	4,799,711	1,141,301	786,455	617,918	7,316,886	-	534,352	-	1,872,188	-	148,634	18,053,431
Pipelines	Lin. Ft.	48,701	160,709	-	15,350	-	240,040	59,750	-	29,518	-	126,606	-	4,364	685,038
Retention Dams	Number	-	28	33	57	10	68	30	-	74	-	102	-	153	555
Reseeding	Acre	31,348	13,969	107,914	177,132	21,707	136,663	268,585	14	75,626	-	314,749	480	108,620	1,256,807
Reservoirs	Number	105	188	567	625	1,114	357	460	3	1,057	11	1,080	2	1,221	6,790
Study Plots	Number	1	3	51	8	49	42	7	-	33	-	47	-	50	291
Springs	Number	36	167	432	373	154	605	34	-	262	-	578	10	86	2,737
Stock Trails and Driveways	Mile	95	91	407	223	-	939	10	-	107	-	921	-	352	3,145
Telephone Lines	Mile	-	7	64	7	15	214	66	-	5	-	9	-	-	387
Terraces	Mile	-	-	-	-	-	-	20	-	12	-	-	-	-	32
Tree Planting	Number	-	-	4,500	-	-	-	77,016	-	320,978	-	286	-	107,600	510,380
Trails, Truck	Mile	604	194	837	1,868	188	2,341	729	-	1,623	-	2,519	-	1,691	12,594
Troughs, Watering	Number	-	-	-	2	-	3	-	-	92	-	-	-	-	97
Waterways	Lin. Ft.	-	-	13,560	-	2,330	-	1,500	-	25	-	-	-	1,800	19,215
Wells	Number	67	277	31	31	39	438	125	-	78	-	221	-	168	1,475

a/ Many of the projects included in this table were constructed by Civilian Conservation Corps, Federal Emergency Relief Administration, Soil Conservation Service, and in cooperation with other agencies, including local stockmen and other contributors. Projects constructed by permittees and licensees entirely at their own expense under Section 4 of the Taylor Grazing Act are not included. Only those projects on lands outside of grazing districts that have been constructed since the fiscal year 1947 are included. For cumulative halogeton control program accomplishments, see Table 122.

APPENDIX B

UNITED STATES
DEPARTMENT OF THE INTERIOR
Bureau of Land Management
Washington 25, D. C.

Halogeton Infestation
October 1, 1954

State	Estimated Acreage September 1, 1953		Estimated Acreage October 1, 1954		Increase	
	BLM Lands	Other Lands	BLM Lands	Other Lands	BLM	Other
Oregon	0	3	20	20	+ 20	+ 17
California	300	21,400	17,540	40,340	+ 17,240	+ 18,940
Idaho	228,700	115,220	192,520	112,760	- 36,180 2/	- 2,460 2/
Nevada	522,000	448,000	642,000	458,000	+ 120,000	+ 10,000
Utah	2,620,326	908,827	2,695,030	992,930	+ 74,704	+ 84,103
Montana	30,040	36,590	33,044	40,249	+ 3,004	+ 3,659
Wyoming	494,100	384,600	494,100 3/	384,600 3/	1954 surveys imcomplete	
Colorado	310	150	302 1/	65	- 8	- 85
Totals	3,895,776	1,914,790	4,074,566	2,028,964	+ 178,780	+ 114,174

Total Increase 1953 to 1954, 292,954.

1/ One ten-acre infestation reduced by control measures to about 2 acres in size.

2/ Reduction due to control program and more accurate surveys.

3/ Surveys incomplete, therefore, 1953 estimates were used. 1953 estimates based on belief that about 65 to 75 per cent of the total infested area was actually infested to some degree with halogeton.

Accomplishments - Halogeton Control Program
1954 Fiscal Year

Type of Project	Unit of Measurement	Colorado	Idaho	Montana	Nevada	Calif.	Oregon	Utah	Wyoming	Arizona	New Mex.	Total
Surveys	Acre	12,800	423,360	-	500,000	10,000	550,000	1,288,026	720	100,000	25,000	2,909,906
Seedbed Preparation	Acre	235	32,965	-	36,017	-	-	11,285	-	-	-	80,502
Seeding	Acre	326	37,377	-	19,513	-	1,700	12,618	-	-	-	71,534
Fencing (Protective)	Mile	7.5	54	-	18	-	3.5	157	16	-	-	256
Chemical Control	Acre	515	1,569	10	12,000	108	40	3,456	403	-	-	18,101
Forage Development	Acre	-	4,000	-	-	-	-	46,455	1,566	-	-	52,021

Summary of Progress - Halogeton Control Program
1952 through June 30, 1954

Surveys	Acre	12,800	1,557,060	-	950,000	10,000	550,000	2,497,026	720	290,000	80,000	5,947,606
BLM Lands Infested	Acre	302	192,520	33,044	642,000	17,540	20	2,695,030	494,100	-	-	4,074,556
Seedbed Preparation	Acre	235	130,982	-	123,876	-	19,501	56,181	-	-	-	330,775
Seeding	Acre	326	139,908	-	97,625	-	21,201	62,764	-	-	-	321,824
Fencing (Protective)	Mile	7.5	155	6	187	-	59.5	327	25			767
Chemical Control	Acre	1,015	3,507	915	40,200	408	40	18,456	1,883	-	-	66,424
Forage Development (Waterspreading)	Acre	-	29,000	-	-	-	-	49,624	8,166	-	-	86,790

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

- MAP SHOWING -

LOCATION OF AREAS OF

HALOGETON INFESTATION

- IN RED -

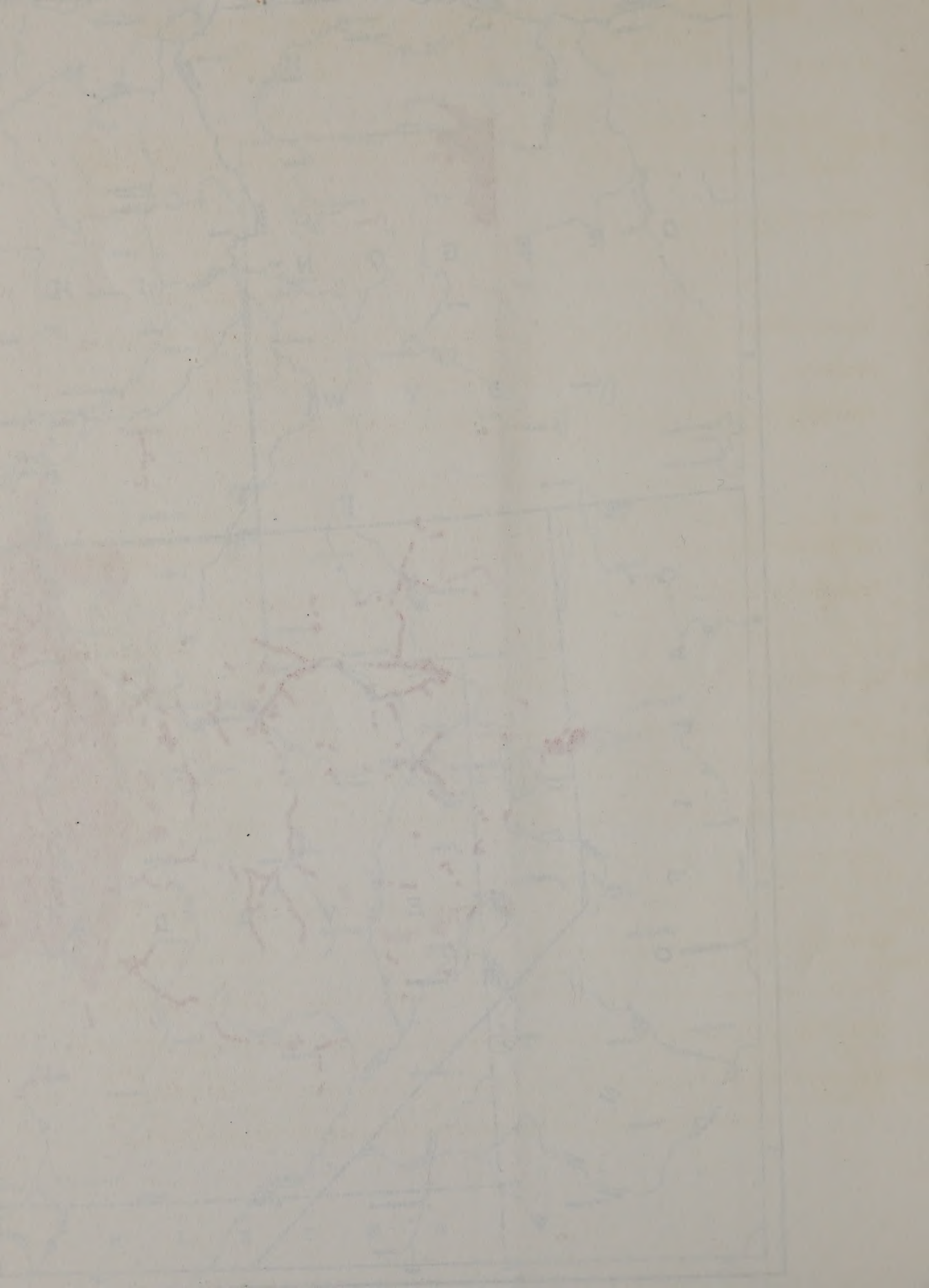
OCTOBER 1954

SCALE IN MILES

0 25 50 100 150

A.P.Y.

76769



Appendix C

C O P Y

UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, March 14, 1955

Benson Outlines USDA's Small Watershed Protection Assistance Policy:

Provisions for U. S. Department of Agriculture assistance to local organizations in planning small watershed protection and flood prevention projects, installing them and sharing construction costs, are outlined in a statement issued today by Secretary of Agriculture Ezra Taft Benson.

USDA spokesmen said the statement was issued to define the Department's policy in connection with the administration of the Watershed Protection and Flood Prevention Act (P. L. 566--83rd Congress).

Local watershed organizations already have asked the USDA for help in developing work plans on more than 250 small watersheds, and State agencies have been asked to recommend priorities within the State. Soil Conservation Service Administrator Donald A. Williams will assign priorities on a national basis for furnishing assistance within the amount of funds appropriated for this purpose.

The Soil Conservation Service recently authorized planning work to begin in 38 small watersheds. States in which these watersheds are located include California, Colorado, Delaware, Georgia, Idaho, Indiana, Iowa, Kentucky, Louisiana, Maryland, Nebraska, Nevada, New Mexico, Oklahoma, Oregon, South Carolina, South Dakota, Texas, Utah, and West Virginia.

Attached is a copy of the text of the Secretary's statement.

POLICY OF THE SECRETARY OF AGRICULTURE FOR THE ADMINISTRATION OF THE WATERSHED PROTECTION AND FLOOD PREVENTION ACT (PUBLIC LAW 566 - 83d CONGRESS - 68 STAT. 666)

The Administrator of the Soil Conservation Service hereby is assigned responsibility for the administration of The Watershed Protection and Flood Prevention Act (Public Law 566 - 83d Congress - 68 Stat. 666). He shall discharge this responsibility:

(1) Subject to the general guidance and supervision of the Assistant Secretary of Agriculture for Federal-States Relations;

(2) with careful regard for the language of the statute and the provisions of the Regulations of the President (Executive Order 10584) applicable to it;

(3) in accordance with the provisions of Title 9 of the Administrative Regulations of the Department of Agriculture; and

(4) in harmony with the policies herein set forth.

The initiative for all projects under this legislation must come from the people of the locality where the proposed project is to be carried out.

The development of maximum initiative and responsibility by local organizations shall be given every appropriate encouragement. Because work to be undertaken pursuant to this Act has significance only as it relates to the present and future needs of people, careful attention in all cases will be given to the probable effect of any proposed watershed program upon the people to be affected by it.

Work undertaken and performed under this Act is to be to the fullest possible extent in harmony with other work of this Department, of other Departments of the Federal Government, and with work of State and local governments and private organizations, undertaken and performed for watershed protection and flood prevention.

Work undertaken under this Act is to be cooperative with the States, their political subdivisions, or any agency having authority under State law to carry out, maintain, and operate works of improvement authorized by the Act. Cooperative work will be undertaken so as to assure compliance with State laws, and to achieve as fully as possible a coordinated effort toward accomplishing the objective of this Act.

In preparation and execution of plans for works of improvement, fullest utilization is to be made of all available basic data pertinent to such improvements including geodetic, climatic, hydrologic, topographic, geologic, soils, land use and vegetal cover conditions. Such data will be utilized where applicable from whatever source it is available.

Assistance rendered under the Act will, among other things, be provided on the basis of its contribution toward an adequate water supply for our people, prevention of water waste, reduction of pollution, equitable distribution of available water supplies, prevention of floodwater and sediment damages, diminution of destructive force of water, and its contribution toward an enhancement of resources values in terms of wise use of resources to meet the needs of an expanding economy.

Water laws of the various States and all of the rights of any landowner, appropriator, or user of water from any source shall be fully honored in all respects as they may be affected by activities conducted under this Act.

Works of improvement should be based on sound economic analysis. Costs shall be less than assured and identifiable benefits. Benefits are to be assessed with care and are to be clearly creditable to the improvement. Intangible benefits not subject to evaluation should not be used for economic justification. They may appropriately be used as argument but not as a part of economic analysis.

Works of improvement including land-treatment measures, structural measures, and such other water-management measures as may be needed for the flood prevention or the agricultural phases of the conservation, development, utilization, and disposal of water will be planned for all lands within a watershed regardless of their ownership.

The Administrator will establish criteria for and assign on a national basis priorities for the furnishing of assistance under the terms of this Act to local organizations. In establishing such criteria and assigning such priorities he shall take cognizance of the work of other organizations public and private in the area of watershed protection and flood prevention. Work undertaken under this Act shall be planned to be harmonious with the objectives of local interests including being in harmony with existing projects or those soon to be brought into operation through other public or private organizations.

On privately-owned lands, financial assistance will be provided only for works of improvement producing direct measurable benefits to groups of landowners, to communities, and to the general public.

Federal assistance to be provided under this Act for land-treatment measures on land not in Federal ownership shall be limited to technical assistance required to complete the planning and application of such measures during the scheduled period for completion of the project supplemental to other program activities.

It is the policy of the Department that there shall be the fullest possible cooperation with local, State and other Federal agencies which have or which may undertake responsibilities in the field of land and water management to the end that there may be a coordinated effort toward accomplishing the objectives of this Act.

After the installation period, the operations and maintenance of improvements, including the cost of management, shall

(1) on private lands be a responsibility of the local organization, and

(2) on public lands be a responsibility of the public agency responsible for the management of such land using funds available under authorities other than this Act.

Under the Act the local organization will assume all construction costs for providing storage in any structure for purposes other than flood prevention and features related thereto. It is the policy that local organizations will beeexpected to assume that part of the cost of installing works of improvement, exclusive of Federal costs of technical services such as planning, design, supervision, and economic analysis, which is equal to the ratio of local benefits to total benefits and all construction costs for water distribution and other facilities for purposes other than flood prevention and features related thereto. In addition to such costs as accrue to the Federal Government under the above provisions, the Federal Government may share a portion of the costs otherwise accruing to the local organization when justified in the work plan and the reasons for so doing are set forth in detail. Criteria and procedures for justifying inclusion of such cost shall be established by the Administrator and approved by the Assistant Secretary.

In accordance with the stipulations and policies herein set forth, the Administrator of the Soil Conservation Service will establish procedures for receiving and approving applications for assistance, determine and define measures eligible for assistance under the Act; establish standards for work plan development, program justification and cost sharing; assign planning priorities on a national basis; inform and cooperate with other Federal agencies in providing authorized Federal assistance; cooperate with designated State agencies or Governors in carrying out their responsibilities; assist local organizations in planning and carrying out works of improvement; prescribing such regulations as may be required for operation and maintenance by local organizations; and do all other things necessary to carrying out the provisions of this Act.

March 14, 1955
Date

(signed) Ezra Taft Benson
Secretary

Appendix D

DESERT LAND ENTRIES
(Chap. 2.22 Vol. V. Bureau Manual)

Desert-land entries are entries initiated under the desert-land laws, which provide for the issuance of patents to persons who reclaim by irrigation and cultivate arid agricultural public lands and who pay $1.25 per acre for the lands.

Desert-land entries are authorized by the Act of March 3, 1877 (19 Stat. 377; 43 USC 321, et seq.), as amended. Regulations appear in 43 CFR, Part 232.

It is the policy of the Bureau to give full force and effect to the laws which the Congress has adopted and reaffirmed over the years to govern desert-land entry and all uses of the land provided for in the statutes.

Under this policy the Bureau will encourage development of suitable agricultural lands by private enterprise, consistent with the intent of the Desert Land Act and the Taylor Grazing Act. Development must be based upon a determination as to the highest and best use of the land and land classified for disposal under the Desert Land Act must be, among other things, more valuable or suitable for the production of agricultural crops under irrigation than for the production of native grasses and forage plants.

Use of public land and water (particularly water from underground basins) for agriculture under the Desert Land Act must not destroy public or private values greater than those which are created. The goal is wise use, avoiding the extreme position which leads to a "lockup" of resources on the one hand, or their thoughtless exploitation on the other.

The active help of States and local officials will be sought where judgment affecting public and private values is involved.

In general, it is desirable to let the attitudes in the local area be one of the primary factors in deciding upon the weight to be given over-all values in decisions involving desert-land entries on public lands.

In instances where cooperation with the State and local officials is close, the safeguarding of public interests and over-all values can be achieved usually by conforming with their recommendations.

Where State and local groups are unable or do not assume responsibility, the Bureau should promote the protection of public resources and established values, taking into consideration the attitude of land and water users and other interested parties.

Irrigation developments proposed under the Desert Land Act must be economically feasible.

The Department has taken the view that "economic feasibility" must include public as well as private considerations. In other words, a particular project may be fully feasible for the individual but not allowable because of the potential disturbance to over-all values in the area. It follows that:

The users of grazing land should not be subject to interference in their occupancy unless there is a reasonable possibility of successful agricultural development.

Protection of the land resource required prevention of attempts of desert-land development in areas which are clearly unsuited for this use.

Careful consideration must be given to the values that lands have for other existing or needed uses in national, state or local programs, both public and private.

A distinction must be made between the problem of project feasibility and the problems associated with the individual risk of each entryman. The Bureau is not justified in concerning itself with the problem individuals face in assuming the risks associated with the development of lands that is considered feasible of development.

The Bureau welcomes the free enterprise of land developers and appreciates that risk is a necessary element in the process of progress and full development. Where ground water is concerned, the Bureau recognizes that the search for water is a form of exploration and the persons willing to undertake the risk inherent in such search perform a public service similar to the search for oil, gas, or other minerals.

The conservation of ground water is primarily a responsibility of the individual citizens and of the several states.

The Desert Land Act will be administered in recognition of the State laws governing the appropriation of water. In carrying out the objectives of the Bureau, its program in each State will be geared to the ground water conservation policy and laws of that State.

Where the requirements of the law and regulations--suitable land, adequate source of water and absence of serious detriment to the public interest--have been met, the Bureau should not interpose action which would restrict public land applicants who desire to appropriate water under State law while other land owners, lessees, or users can appropriate water under State law.

The Bureau joins with other Federal and State agencies in cooperative projects designed to develop additional facts on the location and amount of ground water available and to develop appropriate policies for the disposal and use of public lands.

The Bureau seeks to take action on land applications so as not to interfere with the conservation, within reasonable limits, of the ground water supplies of those basins in which public lands are found.

No fixed rules can be applied; only a few convenient guides:

There must be reasonable evidence of an adequate water supply, sufficient to give an economic life to the irrigation development.

There must be reasonable evidence that:

The above water supply is not fully appropriated by existing developments, or

Over-appropriation of water supplies has not been reached.

Allowance of desert-land applications is justified where the resulting limitation to existing developments would not be sufficient to reduce the going enterprises to an uneconomical level. Thus applications which require additional use of water may be granted in areas where the water table is dropping, especially if the decline may be attributed to unusual drought periods, or may reflect over-use in only local areas of a basin.

Entries may be allowed in basins where there is no known replenishment of water (closed basins) if there is evidence that the volume of impounded water is sufficient to give a reasonable economic life to the irrigation development.

It is difficult to show that adequate water is available within economic cost limits and that the development using such water is favorable to the public interests and over-all values. Where the States have developed a strict water code with conservation measures, these will ordinarily serve as a guide for this Bureau. Where such

State control does not exist, the Bureau must nevertheless consider the probable effect of each proposed entry upon the supply and conservation of water in the locality and take action accordingly.

The applicant is required by the regulations to present reasonable presumptive evidence of adequate water within economic cost limits. Whether the evidence submitted is adequate is a matter of investigation and judgment in each case.

Unavailability of data beyond the limit that can be obtained in the exercise of reasonable diligence on the part of Bureau employees is not a suitable basis for the failing to come to a decision on the action to be taken on an application. A policy of delaying decisive classification action pending the anticipated furnishing of analytical information as to ground water resources by the United States Geological Survey or other agencies would often not be practical of application in that it does not properly account for the time element. Contemporary applicants under the Desert Land Act cannot be content to wait five or ten years for the outcome of comprehensive ground water investigations which may or may not be made during such periods.

Where there is no prospect of additional evidence coming to light within a reasonable time, it becomes a matter of exercising due judgment upon the facts at hand.

Experimentation will often be required to determine the development which can be supported by the underground reservoir. Desert-land entries may be allowed to a reasonable extent to assist in speeding up this experimentation process.

Since there is no absolute proof of ground water short of drilling and testing of a well, experimentation to ascertain whether there is a suitable water stratum available under a particular tract, may be needed before a desert-land entry is allowed.

This may be accomplished at the expense and risk of the applicant by means of a Special Land Use Permit to drill an exploratory well on a small part of the land applied for. This procedure has the advantage of supplying evidence of water without disrupting existing land uses.

The Special Land Use Permit applicant must be fully informed of the risk involved where this means of obtaining evidence is followed.

An important consideration, particularly in closed basins, is determination of the number of applications which can be allowed.

Where it becomes evident that only a fraction out of all the desert-land applications in a fairly homogenous water-supply basin will meet the test of reasonable feasibility, by virtue of a limited water supply, and it is desired to classify the land without exceeding such limit, the following procedure will ordinarily be followed:

First consideration will be given to order of applications by date and hour of filing.

If cogent and clear reasons exist why recognition of order of filing will not result by a significant degree in an equitable apportionment or highest land and water use, consideration may be given to other factors such as topography and quality of soils, variation of ground water, pumping lift, location of roads, power lines, etc.

Where deviation from a rule of strict priority is considered to be necessary in the interest of the public, before any entries are allowed, the rejected applicants will be given their 30-day period to appeal their rejections and protest the proposed allowances.

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